COMMANDERS DIGEST

FEBRUARY 8, 1973

Elliot Richardson

The New Secretary Of Defense

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PRE-CONFIRMATION CHAT—Prior to his confirmation as the new Secretary of Defense, the then-Secretary of Health, Education, and Welfare, Elliot L. Richardson (left), discusses his new assignment and other related matters with President Richard Nixon. (Official White House Photo)

Succeeds Melvin R. Laird

Elliot L. Richardson Becomes New Secretary of Defense

Elliot Lee Richardson was nominated as the 11th Secretary of Defense by President Nixon on January 4, 1973. He was confirmed by the U.S. Senate on January 29.

Secretary Richardson had served as Secretary of Health, Education, and Welfare since June 24, 1970. He previously had served the Nixon Administration as Under Secretary of State from January 24, 1969 until assuming the leadership of the Department of Health, Education, and Welfare.

Mr. Richardson was born in Boston, Massachusetts, on July 20, 1920. He was graduated cum laude from Harvard College in 1941 and received his law degree, also cum laude, from Harvard Law School in 1947.

He enlisted in the U.S. Army in 1942 as a private and was a first lieutenant at the time of his honorable discharge in 1945. He served in the European Theater of Operations as a litter-bearer platoon leader with the 4th Infantry Division and landed with that Division on D-Day in Normandy. Secretary Richardson was awarded the Bronze Star Medal for Heroic Service and the Purple Heart with Oak Leaf Cluster. He is entitled to wear the Combat Medical Badge and the European Theater ribbon with arrowhead and five battle stars.

Upon graduation from the Harvard Law School, where he was president of the Law Review, Secretary Richardson served for a year as law clerk to Judge Learned Hand of the U.S. Second Circut Court of Appeals. He was law clerk for Supreme Court Justice Felix Frankfurther in 1948-49.

From 1949 to 1953 and from 1955 to 1956, he was an associate in the Boston law firm of Ropes, Gray, Best, Coolidge & Rugg. In 1953 and 1954, Mr. Richardson served in Washington as assistant to Massachusetts Senator Leverett Saltonstall, who was then Chairman of the Senate Armed Services Committee. By appointment of President Eisenhower, he served as Assistant Secretary of HEW for Legislation from 1957 to 1959 and then as Acting Secretary of HEW from April to July 1958.

Secretary Richardson was United States Attorney for Massachusetts from 1959 to 1961, and in 1961 served as Special Assistant to the Attorney General of the United States.

From September 1961 to January 1962 and from January 1963 to December 1964 he was a partner in the law firm of

Ropes & Gray. In 1963 he headed the Greater Boston United Fund Campaign.

Elected Lieutenant Governor of Massachusetts in 1964, Secretary Richardson coordinated the State's human resources programs. In 1966, he was elected Attorney General of Massachusetts and established the Nation's first State-level organized crime section.

As the Under Secretary of State from January 24, 1969 until June 24, 1970, Secretary Richardson participated in meetings of the National Security Council and was Chairman of the NSC Under Secretaries Committee. He also served as Chairman of the Board of the Foreign Service.

Secretary Richardson is the author of numerous articles on law and public policy.

He has received honorary degrees from Massachusetts College of Optometry, Springfield College, Emerson College, the University of New Hampshire, Lowell Technological Institute, Harvard University, the University of Pittsburgh, Yeshiva University, Brandeis University, Ohio State University, Lincoln University, Temple University, Whittier College and Michigan State University.

He is a member of the National 4th (Ivy) Infantry Division Association, the Disabled American Veterans and the American Legion.

He is also a member of the American Law Institute, the American Bar Foundation, the Council on Foreign Relations, and the American Academy of Arts and Sciences. He has served as a member of the Board of Overseers of Harvard University and chairman of the Overseers Committee to Visit the John F. Kennedy School of Government. Secretary Richardson has been a member of the Overseers Committees to Visit the Harvard Law School, Medical School and School of Dental Medicine, the Department of Government, and the Harvard University Press. He was also a director of the Harvard Alumni Association, 1957-60.

Secretary Richardson is a former trustee of Radcliffe College and the Massachusetts General Hospital, President of the World Affairs Council of Boston, Director of the Salzburg Seminar in American Studies, the Massachusetts Bay United Fund, and United Community Services of Metropolitan Boston. He is a member of the Advisory Committee, Massachusetts Council for Public Schools, and the Executive Board, Boston Council, Boy Scouts of America.

Mr. Laird's Comment on His Successor

Regarding President Nixon's November 28, 1972, announcement of the designation of the Honorable Elliot L. Richardson as Secretary of Defense, Secretary Melvin R. Laird said:

"I look forward to working with Secretary Richardson during the coming weeks as we accomplish together the orderly transition at the Department of Defense which national security demands. He is an outstanding and experienced public servant and a close personal friend."

Deputy Secretary Kenneth Rush said:

"Secretary Richardson is an outstanding person and public servant. I know he will do a fine job when he is confirmed and assumes his duties in January as Secretary of Defense."

Secretary Richardson's Remarks Concerning His Nomination

I am deeply honored by my nomination to be the next Secretary of Defense. I hope to be as able to justify the confidence that the President has shown in me. I am fully aware of the grave and broad-ranging responsibilities that attach to the post of Secretary of Defense. . . . I look forward to the great challenge the appointment holds.

At the same time, I regret the prospect of leaving the Department of Health, Education, and Welfare, for I have enjoyed tremendously working with its many fine people. Together, we have made substantial progress, I believe, toward more effective and constructive administration of the Nation's human resource programs. Much, of course, remains to be done. I am fully confident that Cap Weinberger, my successor, will give the Department able and concerned leadership. Between now and January 20, I plan to work very closely with Mr. Weinberger sharing with him all I have learned about HEW's programs, and its devoted people. I will also outline for him the initiatives we have launched and the plans we have laid over the past two years.

Secretary Richardson and Mrs. Richardson, the former Anne F. Hazard of Peace Dale, Rhode Island, were married on August 2, 1952. They have three children: Henry 17; Nancy, 15; and Michael, 12.

Both the incoming and outgoing Secretaries of Defense appeared before Congress in early January. Secretary-designate Elliot Richardson went before the Senate in confirmation hearings. Secretary Laird appeared before the House Armed Services Committee at its request, giving a personal assessment of the past four years in the Department of Defense and presenting his views on what is needed for the safety and security of the Nation in the years ahead.

Mr. Laird said in part, "At the outset, I want to express to all the members of the House and Senate of both political parties my deep appreciation for their understanding and support. Congress, as a co-equal branch of government, can be proud of the non-partisan manner in which it has addressed the problems of national defense.

"As I look back over the past four years, it is my strong feeling that no other Secretary of Defense has enjoyed a better relationship with the Congress. For that, I am grateful to all of you. The considerable progress which has been made in the Department of Defense during the past four years would not have been possible without the dedicated work of your Committee, the House Appropriations Committee, the Senate Armed Services Committee, and the Senate Appropriations Committee. I am confident that these Committees will give my successor, Secretary-designate Elliot Richardson, the effective advice and support that you have provided to me."

Succeeds Kenneth Rush

William P. Clements Jr. Named New Deputy Secretary of Defense

William P. Clements Jr. was nominated by President Nixon to be Deputy Secretary of Defense on January 4. He was confirmed by the United States Senate on January 23.

Deputy Secretary Clements previously was Chairman of the Board of the Southeast Drilling Company (SEDCO), Inc., a company whose major activity is oil well drilling.

Mr. Clements was born in Dallas, Texas, on April 13, 1917, and received his education in the Highland Park, Dallas, public schools and at Southern Methodist University. He began his business career in 1938 with the Oil Well Supply Company of Houston, Texas; he remained with the firm as district manager until 1947, when he founded SEDCO.

Mr. Clements was a member of the Department of Defense Blue Ribbon Panel in 1969-70. He has also been active in numerous civic and educational activities in Dallas and throughout the Southwest.

He was chairman of the Board of Governors of Southern Methodist University from 1965 until 1973, and has served as a member of SMU's Board

of Trustees. He has been a trustee of the Southwestern Medical School of the University of Texas, a trustee of the Texas Research Foundation and was a member of the Sterring Committee of the Dallas County Committee for the White House Conference on Children and Youth. He has been a member of the Advisory Council on the Southwest Center for Advanced Studies.

Mr. Clements has served as president of the five-state South Central Region of the Boy Scouts of America and as a member of the National Executive Board of Boy Scouts of America since 1969. He is a past president of Circle Ten Council, Boy Scouts of America.

The Deputy Secretary previously has been a member of the National Petroleum Council, a director of the Mid-Continent Oil & Gas Association and the Independent Petroleum Association of America and president of the International Association of Drilling Contractors.

He was also a director and member of the Executive Committee of the Dallas Citizens Council and a director of the Dallas Council on World Affairs.

Prior to becoming Deputy Secretary of Defense, Mr. Clements had been a director of the First National Bank in Dallas, the Keebler Company and Fidelity Union Life Insurance Company.

Mr. and Mrs. Clements, the former Pauline Gill of Terrell, Texas, were married on April 6, 1940. They have two children, B. Gill Clements, and Nancy Seay Clements.

Secretary Richardson's Statement on Mr. Clements

HEW Secretary Elliot Richardson issued the following statement December 12, 1972, on the appointment of Mr. William Clements as Deputy Secretary of Defense:

* * * * *

I am very pleased by the nomination of William Clements to be Deputy Secretary of Defense. In the past few weeks I have had the opportunity to get to know him and have found him to hold as I do, an abiding concern about the strength of the nation's defense. Additionally, he brings to the job great personal strength, integrity and managerial acumen. I look forward to working very closely with Bill Clements as we tackle the difficult assignment we share.

COMMANDERS DIGEST

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From January 1969 to January 1973

Defense Secretary Laird's Final Report to Congress

The following is a condensation of the 104-page **"Final Report to the Congress of Secretary of Defense Melvin R. Laird, January 1969-January 1973."** Mr. Laird delivered the report on January 8 at the request of Congress "to focus in specific terms on some of the new areas . . . set since January 1969."

Strategy of Realistic Deterrence

Mr. Laird said:

* * * * *

Over the past four years, United States policy has combined an unaltering constancy of purpose with sweeping and far-reaching changes in methods. The objectives were and are a lasting peace and an improved quality of life for all Americans.

Our National Security Strategy of Realistic Deterrence, which is designed to support the President's Strategy for Peace, has also been characterized by continuity in purpose and innovation in means.

This strategy was developed by the Department of Defense to implement the national security aspects of President Nixon's Strategy for Peace. The three elements of the President's strategy are *adequate strength, true partnership,* and *a willingness to negotiate.*

The aim of the Nixon Doctrine and its implementing Strategy of Realistic Deterrence is to help develop an international framework—a "structure for peace"—in which free nations support each other against common threats according to their proportionate capabilities, while each bears the major manpower burden for its own defense. The Nixon Doctrine and the Strategy of Realistic Deterrence seek world stability through a more equitable sharing of the responsibilities for deterrence with our allies.

We must always keep in mind, Mr. Chairman, that peace cannot be maintained if United States military power is unilaterally reduced, or if it needs to be applied as the sole deterrent to foreign aggression.

FINAL REPORT—Secretary of Defense Melvin R. Laird delivers his final report to the Congress on January 8. (Official DoD Photo)

Diplomatic, political and economic interaction also contribute directly to deterrence. They provide communication with allies as well as potential enemies, and they give purpose to the activities of our friends. In short, our strategy emphasizes that peace is everyone's business.

In presenting the Strategy of Realistic Deterrence to Congress two years ago, we announced that its implementation in peacetime would require no more than 7 percent of the Gross National Product and an active duty military establishment consisting of no more than 2.5 million men and women volunteers. We not only met this objective last year; we beat it. Our current force levels are approximately 2.3 million military men and women and our budget utilizes only 6.4 percent of the Gross National Product.

* * * * *

Vietnamization and the Nixon Doctrine

Vietnamization—the first crucial step in implementing the Nixon Doctrine—today is virtually completed. As a consequence of the success of the military aspects of Vietnamization, the South Vietnamese people today, in my view, are fully capable of providing for their own in-country security against the North Vietnamese. Vietnamization has significantly enhanced the prospects for successful negotiation, but should negotia-

tions fail. Vietnamization makes possible the complete termination of American involvement in the war, contingent always on the safe return of American prisoners-of-war and an accounting for those missing-in-action throughout Indochina.

I have discussed at length, in my previous reports to the Congress, in my testimony, and in numerous public statements throughout the country and overseas, my deep commitment to the welfare of our prisoners-of-war, missing-in-action, and their families.

I hope that the negotiations in Paris, resuming today, will be successful and that we can put into effect Operation Egress Recap. I have never particularly liked that name, and in my meetings with PW/MIA families I have been calling the program "Homecoming." I think that "Homecoming" is a better name.

Because of the sensitivity of the negotiations, I will refrain from any further comment on this matter or any other matter which could impact on negotiations.

Strategic Sufficiency

We have a realistic deterrent today at all levels of potential conflict. This is so because Congress and the American people have rejected the views of those who would dangerously slash national security programs.

As an example, we have sufficiency at the strategic nuclear level because Congress agreed with us that the American people may perhaps be willing to accept strategic nuclear parity, but would never accept inferiority. To ignore the strategic reality would be to endanger national security.

JOINT CHIEFS OF STAFF—Members of the Joint Chiefs of Staff under newly appointed Secretary of Defense Elliot L. Richardson are (facing page, left to right): Army General Creighton W. Abrams; Air Force General John D. Ryan; Admiral Thomas H. Moorer, Chairman; Admiral Elmo R. Zumwalt; and Marine Corps General Robert E. Cushman.

(Official DoD Photo by PHC Thomas J. Mackesy)

Burden Sharing

In January 1969, we moved to end the "U.S. cop-on-the-beat" approach, and we replaced it with a concept in which our allies and friends provide more of their own policemen in their own neighborhoods. They are doing so—some better than others—but they are moving in the right direction.

Security Assistance

Since I became Secretary of Defense, we have been able to reduce U.S. military personnel worldwide by 1.2 million. In the Pacific, as a result of implementing our new Strategy of Realistic Deterrence, we have reduced the U.S. presence by well over 600,000 men and women.

A major reason for this has been the security assistance program, so necessary as we fulfill our obligations under the four multilateral and four bilateral treaties that have been ratified by the Senate under our Constitutional process.

I am compelled to point out that, despite our best efforts, we cannot adequately achieve Total Force planning unless and until security assistance appropriations are included in the Defense Budget.

This shift would make possible tradeoffs which would flow from addressing together resources for both U.S. forces and our allies, and would enable the Congress and the American public properly to evaluate and decide on the appropriate level of security assistance. Such a transfer would make it possible for us to comply fully with the provisions of existing law (Section 504b of the Foreign Assistance Act).

Technological Superiority

In competition with the closed society of the Soviet Union, which has continued, since the SALT I agreements, to move forward with strategic nuclear programs—as its leaders said it would—the United States has, in the past four years, maintained technological superiority. I believe it was most important to our national security and to the success of SALT I that, with the help of Congress, we proceeded with such necessary elements of technological superiority as the TRIDENT, the B-1 bomber, anti-ballistic missile (ABM) system and the submarine-launched ballistic missile (SLBM). If the United States ever decides we cannot afford to maintain technological superiority, then we must be willing to accept the status of a second-rate power. And that, I do not believe, the American people are prepared to accept.

Weapons Modernization

Our smaller post-Vietnam forces, in carrying out the Strategy of Realistic Deterrence, must be equipped with modern and effective weapons systems.

In 1969, the Defense Department and the Congress recognized that we had paid a dear price in foregone opportunities for weapons modernization during the long war in Vietnam. In the past four years, we have reversed the trend toward weapons obsolescence. The fiscal reality must be remembered: modernization, whether it involves a new family kitchen or a major weapons program, is expensive.

Procurement Policies

Major, comprehensive changes have been made in the weapons system acquisition process of the Department.

Under the guidance and no-nonsense pragmatic leadership of Dave Packard, my strong right arm as Deputy Secretary

MR. LAIRD ON THE ALL-VOLUNTEER FORCE

If we are to achieve an All-Volunteer Force, we must provide not only improvements in pay and personnel policies, but also adequate, confortable housing. We have come a long way from World War II-vintage billeting. Our program has included, over the past four years:

- **Construction of 34,830 family housing units, 122,185 barracks spaces and 6,983 bachelor officers' quarters at a cost of over $1.5 billion.**
- **Improvement of 364,585 existing family housing units, at a cost of $107 million. $259.2 million has been programmed to upgrade 206,693 bachelor spaces in the near future.**
- **On-base mobile home facilities, as an improvement part of the total housing effort, includes provisions for 5,069 mobile home spaces since FY 1969, with more planned.**
- **Many other efforts to improve housing, including an expanded base to include all E-4 enlisted personnel, upgraded space and living standards, and assistance to locate adequate housing in civilian communities.**

Secretary Melvin R. Laird, in his January 1973 Farewell Report to Congress.

of Defense for three years, we replaced such bankrupt practices as total package procurement and an indiscriminate use of concurrency between development and production. Our common sense substitutes included "test before you fly" and "fly before you buy" procedures, more realistic cost-estimating techniques, and the widespread use of contract milestones and prototyping.

It will take some years before the improvements in our procurement procedures will be fully validated. But I am confident that time will demonstrate the basic soundness of the new procedures.

Dave Packard, his able successor Ken Rush, and I are in agreement that the Defense Department must not become a bail-out agency for companies that cannot live up to valid and binding contracts.

People Programs

With the cooperation of the Congress, we have ended—I hope for all time—an inequitable draft system and the regressive taxation that had been imposed on military men and women who received unfair compensation for their services. Simultaneously, always keeping in mind that the military forces in a democratic society must be disciplined, we have moved forward with a Human Goals Program to ensure equal opportunity and dignity for all our men and women.

I am able today to report further progress toward the attainment of our goal of Zero Draft by next July and the creation of a high-quality All-Volunteer Force, providing of course that Congress acts quickly to pass the essential Special Incentive Pay legislation we have proposed.

I have advised the Selective Service that there will be no draft calls in February, just as there were none in January. I now estimate that in March, fewer than 2,500 men will be drafted, and, for the next quarter which ends on July 1, no more than an average of 1,000 men per month will be needed. This means a total draft call of about 5,000 for Calendar Year 1973, compared with the 300,000 men drafted in the year before I became Secretary of Defense.

As to manpower costs, it is possible now to forecast that this portion of the Defense budget, which percentage-wise has been rising for many years, has now been stabilized. The Fiscal Year (FY) 1973 budget showed some 56 percent devoted to manpower and related costs. The forthcoming budget should reflect about the same percentage.

Guard and Reserve

We have begun to restore our Guard and Reserve forces to first-class status, and have made it clear that in the event of a future emergency, the Guard and Reserve—not the draft—would be used first. I am concerned that this new status for the Guard and Reserve will be under-

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The Secretaries of Defense— Past and Present

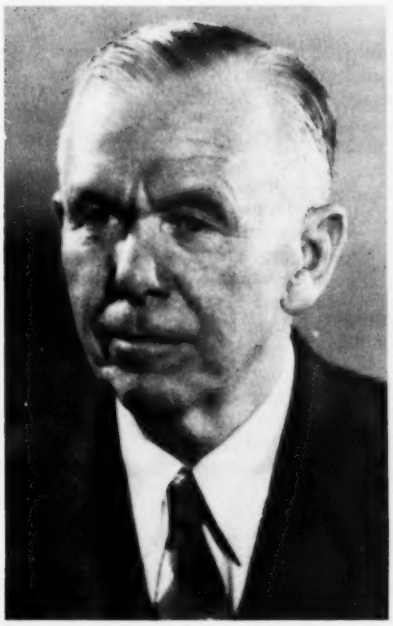
JAMES V. FORRESTAL
Secretary of the Navy from May 1944 until he took the oath of office as the first Secretary of Defense on September 17, 1947, served as head of the National Military Establishment until March 27, 1949.

LOUIS A. JOHNSON
A former Assistant Secretary of the Army, was sworn in as Secretary of Defense on March 28, 1949, and served until September 19, 1950.

NEIL H. McELROY
President of Procter and Gamble Company, was sworn in as Secretary of Defense on October 9, 1957. He resigned December 1, 1959.

THOMAS S. GATES JR.
Former Secretary of the Navy and Deputy Secretary of Defense, was sworn in as Secretary of Defense on December 2, 1959, and served until January 20, 1961.

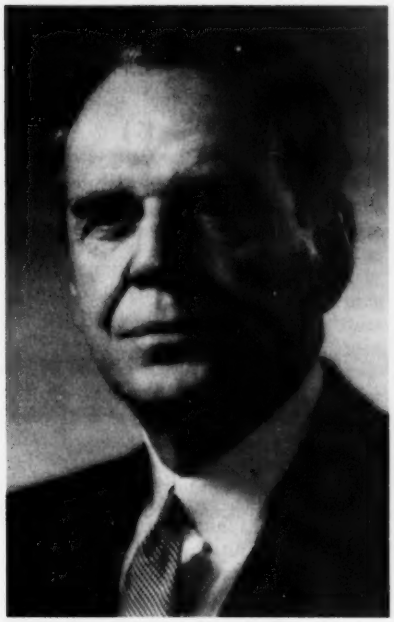
ROBERT S. McNAMARA
President of Ford Motor Company, was sworn in as Secretary of Defense on January 21, 1961, and served until February 29, 1968.



GEORGE C. MARSHALL
General of the Army, World War II Chief of Staff of the Army, former Secretary of State and president of the National Red Cross, was sworn in as Secretary of Defense on September 21, 1950, and served until his retirement on September 12, 1951.

ROBERT A. LOVETT
Under Secretary of State under General Marshall and Deputy Secretary of Defense under General Marshall, succeeded the General as Secretary of Defense on September 17, 1951, serving until January 20, 1953.

CHARLES E. WILSON
President of General Motors, was sworn in as Secretary of Defense on January 28, 1953, and served until October 8, 1957.



CLARK M. CLIFFORD
Member of Clifford-Miller law firm, was sworn in as Secretary of Defense on March 1, 1968, and served until January 20, 1969.

MELVIN R. LAIRD
Member of the U.S. House of Representatives representing the Seventh District of Wisconsin, was sworn in as Secretary of Defense on January 22, 1969.

ELLIOT L. RICHARDSON
Former Secretary of Health, Education, and Welfare, was confirmed as Secretary of Defense on January 29, 1973.

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mined unless the Senate promptly passes legislation we have requested to provide increased incentives for the men and women of our Reserve forces. The alternative to this legislation clearly is a willingness by Congress to grant induction authority under the Selective Service System to provide men and women for Reserve forces duty.

Operational Readiness

Across the board—from training, manning, equipping to maintain our forces—we have sought to improve operational readiness, including actions taken to revamp intelligence and command and control activities. I believe that early appointment of a second Deputy Secretary of Defense is essential to further enhance operational readiness and more effective civilian control.

Total Force Planning

The years when the United States had a built-in margin of security because of its preponderance of power, prestige and an overwhelmingly dominant economy are gone. We must, therefore, integrate better than ever before all the resources that can be brought to bear in effective national security planning. This requires effective diplomacy, better use of military and non-military resources as integrated instruments of national security, and better use of resources throughout the Department of Defense.

As we look beyond Vietnam, effective progress in this area clearly will demand some changes in past roles and missions, a dedicated effort to overcome remaining parochialism, and a renewed commitment to the one basic objective of effective national security. You may rest assured that I have already discussed, and will again at great length discuss with my successor, a number of changes which will be possible, and in my view, highly desirable, during the coming months and years—for example, assignment of Air Force tactical squadrons to Navy carriers. I recognize, as do you and your colleagues, that what we are talking about here undoubtedly will lead to some controversy, but constructive controversy must not be avoided if we are to have effective Total Force planning.

Participatory Management

In the past four years, we have developed and put into effect a philosophy of participatory management. This has replaced the strong trend toward ever greater centralization in the Department, and has led to greater responsibility and greater accountability within the Services and Defense Agencies.

The National Security Act is correct in placing full and total decision-making responsibility directly in the hands of the Secretary of Defense. He cannot and should not evade that responsibility. But a Secretary of Defense must seek—and certainly this Secretary of Defense has sought—to involve civilian and military people throughout the Department at all echelons in the management process.

Aside from all other benefits that accrue from our participatory management philosophy, I believe it adds pride, dignity and greater effectiveness to those civilian and military men and women who serve their country in the Department of Defense.

These are a dozen of the major program or strategy changes we have brought about in the Department of Defense during my service as Secretary. It is by no means an exhaustive list. Rather, it is a representative sample of the new approaches we have tried to institute during the past four years.

* * * * *

After summarizing the long-term accomplishments of his four-year stewardship, Mr. Laird also highlighted some of the more significant developments which have occurred since his previous Defense Report of February 1972:

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MILITARY THREAT

Soviet Union

- The Soviet SLBM force has been methodically upgraded. The SS-N-8 missile, which has a range of some 4,000 nautical miles, is expected to become operational in the next few months.
- The platform for the SS-N-8 appears to be a 12-tube modification of the YANKEE-class submarine. The first of those units, which has been called the DELTA-class, is undergoing sea trials and will soon be operational and under construction.
- The Soviets have continued test flying BACKFIRE, a new supersonic swing-wing bomber, which may now be in series production. A significant number of these bombers is expected to be assigned to strategic and naval air units.
- The Soviets have continued to develop their GALOSH ABM system around Moscow, adding new radars and other facilities at two more complexes.
- A follow-on ABM system is under development.
- Developments in Soviet tactical aviation have included introduction of the variable-geometry wing FLOGGER and FITTER B.
- Soviet naval capability has expanded at a rapid rate. Ongoing construction programs include nuclear-powered torpedo attack and cruise-missile submarines, cruisers, destroyers and their first aircraft carrier. It is expected that short take-off and landing (STOL) or vertical take-off and landing (VTOL) aircraft will be deployed on the carrier's flight deck.
- The capability of Soviet land forces has been increased by the production of two new tanks and improved conventional artillery shells, bombs and missile and rocket warheads.
- A new version of the MINUTEMAN-size SS-11 intercontinental ballistics missile (ICBM) has been tested repeatedly and appears ready for deployment. The new missile is more accurate than the earlier versions of the SS-11 and will probably be deployed with a multiple independently targetable reentry vehicle (MIRV) capability.
- A new, SS-9-type, large liquid-fueled ICBM is being tested.
- Construction of approximately 100 new ICBM silos continues. Some 60 of those are small silos, capable of launching SS-11-size missiles and could be completed in a matter of months. The larger silos can handle SS-9-size missiles and may be destined to hold the new large missile.

People's Republic of China

- In the People's Republic of China (PRC) the remarkable growth of the PRC's nuclear-strike capability in both missiles and bombers has been maintained during 1972. The Chinese are moving forward rapidly with their program to deploy liquid-fueled medium-range and; intermediate-range ballistic missiles (MR/IRBMs) and to develop an ICBM.

- Significant developments also have been noted in the PRC's submarine and aircraft production programs. The Chinese have overcome numerous obstacles in designing and producing their own systems, and their successes are evident in their development of attack submarines, and in their F-9 fighter-bomber.

Arms Limitations Negotiations and Agreements

The historic ABM Treaty and Interim Agreement on Strategic Offensive Arms concluded in Moscow last May are the first steps toward mutually agreed restraint and arms limitation between the nuclear superpowers. Through them the United States and the USSR have enhanced strategic stability, reduced world tensions, precluded a significant upturn in the strategic arms race in the near term, and laid the foundation for the follow-on negotiations which began last November. In terms of United States strategic objectives, SALT I improved our deterrent posture, braked the rapid build-up of Soviet strategic forces, and permitted us to continue those programs that are essential to maintaining the sufficiency of our long-term strategic nuclear deterrent.

The basic philosophy which underlies our approach to SALT is in keeping with our emphasis on negotiations—an attempt to seek sufficiency through mutual agreement and restraint rather than through unbounded competition. The agreements reached at SALT I are only one small step down the path of effective negotiations to limit armaments. We have many complex questions left to address in SALT II, and problems at least as complex and probably more complex in areas such as Mutual and Balanced Force Reductions in Europe. But SALT I does mark a milestone, for we have agreed upon concrete measures to limit armaments as a part of our basic strategy for peace. But we must stay this long and difficult course and not lose sight of the fact that successful negotiations were made possible by another element of our strategy for peace—adequate strength. We must continue to approach negotiations from a position of strength—so that the President does not have to crawl to the bargaining table.

I recognized that it was not going to win me any popularity contests when I advised the Congress that I could not support the SALT Interim Agreement on offensive strategic weapons without Congressional approval of the important strategic programs that the President had recommended to the Congress last January. These strategic safeguards included, notably, the TRIDENT Submarine Program, the B-1 Bomber Program, and other key Research and Development programs such as work on a submarine-launched cruise missile.

It was not popular, either, for the Department of Defense to advocate approval of the ABM system and deployment of the MIRV multiple warhead programs in 1969 and 1970, but it is my strong conviction that without those two programs, endorsed by the Congress, there never would have been SALT I, and certainly no SALT II.

New Political and Economic Relationships

After an era of confrontation and a generation of hostility, a new page has been turned in our relations with the Soviet Union and the People's Republic of China. These developments offer both opportunities and challenges. On the one hand, President Nixon's initiatives in exploiting the potential for improved relations with our adversaries have already resulted in significant advances toward building a global structure of peace. On the other hand, we and our allies must not allow the mere hope of continued reductions in tensions to interfere with our efforts to maintain the strength and will that are essential to deter conflict and support negotiations. Our security planning must, therefore, achieve a level of Free World strength that discourages aggression at all levels of conflict.

Accompanying these political developments have been developments in the economic field. Both the Soviet Union and the People's Republic of China have come to recognize that even communist economies cannot function effectively if they are isolated from developing patterns of world trade and investment. Therefore, they—and other communist countries—have sought to broaden their economic contacts and to tap the technology and financial resources of the capitalist world.

I continue to believe that one of the most important foreign policy tools at the disposal of the United States under our Total Force Concept is trade.

BRIEFING SESSION—Outgoing Secretary of Defense Melvin R. Laird (right) briefs his successor, then Secretary of Defense-designate, Elliot L. Richardson, during a visit by Mr. Richardson to the Pentagon in mid-December, 1972. (Official DoD Photo by PHC David B. Wilson)

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In his farewell report to Congress, Secretary Laird outlined all the fiscal and management initiatives that have been made to cut Defense spending and still satisfy the demands of national security. In summary, he expressed the initiatives in comparative terms:

* * * * *

Since the 1968 war peak, we have reduced defense spending by $33 billion in FY 1973 dollars. We have accomplished this by:

- Reducing military and civil service personnel by 30 percent or 1,440,000, and
- Reducing purchases from industry, in real terms, by 40 percent.

Defense spending for FY 1973, in real terms, is at a lower level than at any time since FY 1951—and down by about one-third from FY 1968. Manpower (military, DoD civilian, and defense-related in industry) will be at the lowest levels since FY 1950. We are making an effort to examine our operations to uncover further opportunities for reductions—but we must make those reductions where they can be taken without endangering our security. We must at the same time continue to assure that sufficient resources are allocated to meet defense needs whenever and wherever required. This will be a most demanding challenge during the next several years and the Department of Defense will need the support of Congress in meeting these essential national security requirements.

* * * * *

Secretary Laird told Congress he was pleased with the progress the Armed Forces has made in improving race relations. But he cautioned that the policy and goal being constantly strived for is complete racial equality in the Armed Services. In that double-barreled approach, he enumerated the specific actions taken to reach that goal and some of the problems that remain:

* * * * *

- The Defense Race Relations Institute is now fully operational, and during 1972 over 700 officers and enlisted students graduated. Those graduates are now back in their units, serving as instructors of the Department's 18-hour race and ethnic relations course. The Institute is also training a special group of instructors who will present an orientation-management program in race relations to all general and flag officers.
- After an analysis revealed that racial imbalances among occupational specialities could be corrected without the lowering of standards, each Service initiated an intensive management program to insure more equitable distribution of racial and ethnic groups among them.
- Overall gains in DoD civilian minority employment, and in upward mobility of its minority force, have not been satisfactory. The fact is that we have not been as demanding and creative within our own civilian force as in the affirmative action programs we have required of Defense contractors. The results obtained through these latter programs have been significant.
- From June 30, 1971, through September 30, 1972, the number of blacks in the Guard and Reserve has increased by 70 percent—from 16,792 to 28,472, and from 1.7 percent to 3.1 percent of total strength.
- With the termination of the waiting list restrictions in the Fall of 1971, it has now become possible for the Guard and Reserve to recruit women.
- The recent report of the task force on the Administration of Military Justice in the Armed Forces, which I established, has been most helpful, and before leaving office I will implement a number of its recommendations.

* * * * *

Secretary of Defense Laird had long stressed that good people as well as good weapons are necessary to defend the Nation. And his emphasis was on people. The premium he placed on the individual Serviceman and woman came early during Mr. Laird's tenure, specifically on August 18, 1969, when the Secretary and key members of the Department of Defense signed the **Human Goals Charter.**

The real stress was one of substance, not of signatories, and came in the very first paragraph.

"Our Nation was founded on the principle that the Individual has infinite dignity and worth. The Department of Defense, which exists to keep the Nation secure and at peace, must always be guided by this principle. In all that we do, we must show respect for the Serviceman, the Servicewoman, and the Civilian Employee, recognizing their individual needs, aspirations, and capabilities."

Secretary Laird, in his last report to Congress, devoted a major part of his address to "people problems," accordingly:

* * * * *

Because I have long been aware of [the Congress'] unfailing concern for the welfare of the military and civilian members of the Department of Defense and their families, I am particularly pleased to report to you that perhaps the greatest progress made during the past four years by the Department of Defense in any single area of concern has been in matters related to people. I appreciate greatly—particularly in view of your expressed doubts—the statesmanlike support you have provided for programs that have proposed to achieve Zero Draft calls and an All-Volunteer Force. At the same time, you were able to overcome the doubts of many in Government by working tirelessly and successfully for passage of H.R. 2 (recent personnel pay legislation), related to the education and training of doctors for the Armed Forces.

In short, the co-equal branches of Government have worked together since 1969 in the best interests of the men and women who serve our nation in uniform. That is worthwhile work.

Achieving the All-Volunteer Force—Active, National Guard and Reserve—and implementing the Human Goals program have been principal objectives of our Manpower and Reserve Affairs programs. This effort reflects many programs: establishing equitable and competitive levels of military pay, providing better living conditions for military families, improving the quality of military recruiting, increasing the challenge of military jobs, civilianizing military jobs, expanding the role of women in the Services, and revitalizing the Reserve Forces, among others. The All-Volunteer Force will affect the attitudes of youth and the operation of the Defense Department for many years to come, as it will also influence the character of our Armed Forces and how they are managed. The actions needed to ensure its long-range effectiveness must continue to receive high-priority attention and discussion in all segments of our society.

DEFENSE MATTERS—During the final days of his tenure as Secretary of Defense, Melvin R. Laird (left) had several discussions with President Richard Nixon on Defense-related matters and, in particular, the Vietnam war. (Official White House Photo)

In whatever actions we have taken to improve the quality of life for military people, we have kept foremost in mind that discipline is essential to effective military forces in a democratic society, and that discipline also is essential in achieving our Human Goals.

Accomplishment in implementing the All-Volunteer Force, the Total Force Concept and the Human Goals program have been substantial, and they reflect tremendous credit upon military and civilian people, both in the Active and Reserve Forces.

Both the accomplishments and shortcomings in the manpower area should be viewed against the backdrop of the extreme turbulence of the past four years—a period in which the Armed Forces were reduced by more than 1.2 million men and women. Throughout that period, the Military Services continued to experience the high turnover effects of heavy draft years, while maintaining a large combat force in Southeast Asia and elsewhere overseas. This was a tough challenge for manpower managers and military members and their families. In the face of these problems, the men and women of the Department of Defense have performed magnificently, and as I leave office I salute them.

The Total Force concept has had a major effect on the Reserve Forces. The policy declaration of August 1970 established that, in the future, the Reserve Forces would be the initial and primary augmentation force for the Active Forces. This policy was reinforced by a series of actions that have revitalized the Reserve Forces: rebuilding equipment inventories depleted during the Vietnam buildup of the Active Forces, improving readiness, redefining the roles and missions of the Reserve Forces, and educating the public and employers to the vital role of Reserve Forces. To ensure the combat effectiveness of Reserve Forces, a major continuing effort is necessary in the years ahead.

The Human Goals statement, which I have included in every Defense Report I have presented to the Congress and which is also incorporated at the end of this statement to you, Mr. Chairman, has provided a guide for our total relationship with people. Most important, it has served to constantly remind us that people are our most precious asset. The extent to which the Human Goals have become a way of life throughout the DoD is a measure of how well we have done and the challenges that lie ahead.

Spanning a Quarter Century

A Brief History of the Defense Department

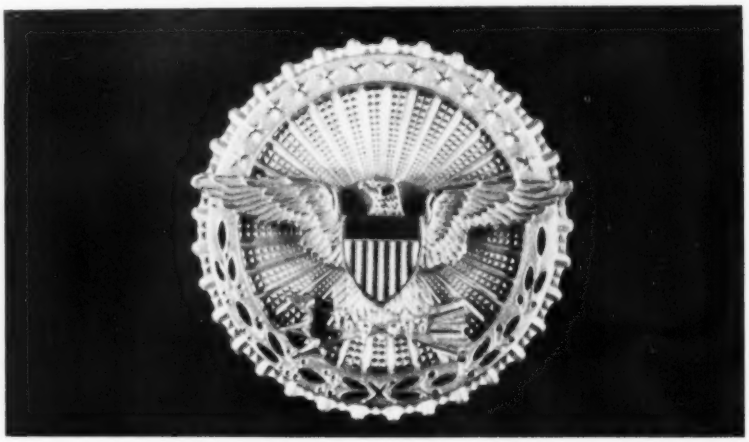
On September 17, 1947, James Forrestal took the oath of office as the first Secretary of Defense. On the following day, the National Military Establishment came into being. It was renamed the Department of Defense two years later.

The new organization grew out of a two-year debate, which was concluded with the enactment of the National Security Act of 1947, approved by the President on July 26, 1947. The legislation established a Secretary of Defense, who was to be primarily a coordinator, developing general policies for three executive Departments—the Army, the Navy, and the Air Force. To assist the Secretary of Defense in carrying out his responsibilities, the legislation authorized three Special Assistants and continued within the National Military Establishment three well-established agencies—the Joint Chiefs of Staff, the Munitions Board, and the Research and Development Board.

Secretary Forrestal found the powers assigned to his office insufficient for the task confronting him and early in 1949 recommended substantial changes, many of which were incorporated in the 1949 Amendments to the National Security Act, approved on August 10, 1949, after Mr. Forrestal had been succeeded by Mr. Louis Johnson.

The 1949 Amendments stressed that the Secretary of Defense was to be the principal assistant to the President in all matters relating to the Department of Defense; and the Army, Navy, and Air Force lost their status as Executive Departments and became Military Departments within the single Executive Department of Defense. The 1949 Amendments also authorized additional staff assistants for the Secretary of Defense—a Deputy Secretary, three Assistant Secretaries in lieu of the three Special Assistants, and a Chairman of the Joint Chiefs of Staff. The size of the Joint Staff was increased from 100 to 210 officers. A new Title IV was added to the Act at that time, providing for uniform budgetary and fiscal procedures throughout the Defense establishment.

To direct the affairs of the Department of Defense during the Korean hostilities, the President named, as Secretary of Defense, General of the Army George C. Marshall, Army Chief of Staff in World War II and later Secretary of State. At the end of the year which General Marshall had agreed to serve, he was succeeded by Deputy Secretary of Defense Robert A. Lovett, who had been Assistant Secretary of War for Air during World War II and Under Secretary to General Marshall at the Department of State.



The organization of the Armed Forces was again reviewed in the spring of 1953 after President Eisenhower's administration had taken office. On April 30, 1953, the President transmitted to the Congress Reorganization Plan No. 6 of 1953, based on the recommendations of Defense Secretary Charles E. Wilson and the Rockefeller Committee. The plan, which became effective on June 30, 1953, gave greater management flexibility to the Secretary of Defense. The President's message accompanying the plan made it clear that no function in the Department was to be carried out independent of the authority of the Secretary of Defense and that the Secretaries of the Military Departments were to be—in addition to being the heads of their departments—the principal agents of the Secretary of Defense for the management and direction of the Defense establishment. Statutory boards and positions in the Office of the Secretary of Defense were abolished, and their functions were transferred to the Secretary of Defense. Six additional Assistant Secretaries, for a total of nine such positions, and a General Counsel were authorized, and the Chairman of the Joint Chiefs of Staff was given greater authority in managing the Joint Staff.

Further organizational changes in the Department of Defense were recommended by President Eisenhower in a special message to the Congress on April 3, 1958, after a review of the existing organization by Secretary Neil McElroy. The Department of Defense Reorganization Act of 1958, which was approved on August 6, 1958, embodied most of these recommendations. The new legislation increased still further the responsibilities of the Secretary of Defense, particularly in the operational direction of the Armed Forces and in the research and development field.

A new chain of command was established running directly from the President and the Secretary of Defense to the unified and specified commanders who were given "full operational command" over the forces assigned to them. However, by Secretarial delegation, the Joint Chiefs of Staff were authorized to exercise operational direction over the unified and specified commands. The change abolished the former system under which orders went to the Military Departments

acting as executive agencies, before reaching the unified and specified commands. At the same time, authority was granted to expand the Joint Staff from 210 to 400 officers, and the Joint Staff itself was reorganized to align it more closely with the staffs of the unified commands and the Military Departments.

In recognition of the increasing importance of research and development activities, the 1958 Act established the position of Director of Defense Research and Engineering. The new Director was charged not only with being the principal adviser to the Secretary of Defense in all scientific and technological matters but also with supervising all research and engineering activities in the Department of Defense and directing and controlling those activities that in the opinion of the Secretary of Defense required centralized direction. Simultaneously, the number of Assistant Secretaries was reduced from nine to seven in the Office of the Secretary of Defense and from four to three in the Military Departments.

Secretary of Defense Thomas S. Gates Jr. made some significant changes in organizational and managerial arrangements in the Department. For example, he established a precedent for the Secretary of Defense to meet weekly with the Joint Chiefs of Staff. He also created the Joint Strategic Target Planning Staff under the Commander, Strategic Air Command, and the Defense Communications Agency.

Starting in 1961, Secretary of Defense Robert S. McNamara used the powers granted by the 1958 Reorganization Act to achieve increased unification.

In 1961, the functions of the Assistant Secretaries (Supply and Logistics) and (Properties and Installations) were combined and assigned to an Assistant Secretary (Installations and Logistics) and those of the Assistant Secretary (Health and Medical) were transferred to the Assistant Secretary (Manpower). The two vacated Assistant Secretary positions were assigned to the Assistant Secretary (Civil Defense) and to the Deputy Director, Defense Research and Engineering. When the Office of Civil Defense was transferred in 1964 to the Office of the Secretary of the Army, the Assistant Secretary position was assigned to the new Assistant Secretary (Administration). In 1965, the Systems Analysis Office was given Assistant Secretary rank with the transfer of the Assistant Secretary position held by the Deputy Director, Research and Engineering.

Simultaneously, the organization of the Military Departments was adjusted functionally to parallel the Office of the Secretary of Defense. An additional Assistant Secretary position for Manpower and Reserve Affairs was authorized in 1967 by the Congress for each of the Military Departments.

In 1961 the U. S. STRIKE Command was formed to bring under joint command the combat-ready forces of the U. S. Strategic Army Corps and the Air Force's Tactical Air Command. In that year also, the Defense Intelligence Agency was created to assume responsibility for various intelligence functions previously assigned to the Military Departments. A National Military Command Center became operational in 1962.

To achieve better use of resources, a new Planning-Programming-Budgeting System (PPBS) was initiated in 1961, including a five-year forecast of forces and costs and supplemented by systems analysis or "cost effectiveness" studies. Common support activities were centralized with the establishment of the Defense Supply Agency in 1961 and the new Defense Contract Audit Agency in 1964 and with the assignment of new "single manager" responsibilities to one of the Military Departments for services required by all.

In 1969, Secretary Melvin R. Laird revised management procedures to link planning and budgeting more closely, to insure wider participation in decision making, and to broaden delegation of authority under specific guidance. Strategic and financial guidance, based on objectives developed for the President by the strengthened National Security Council and the new Defense Program Review Committee, is providing clearer policy direction for developing the annual budget. Further, effective and continued participation of the Joint Chiefs of Staff and the Military Departments in the preparation of the force structure and the five-year program and budget plan has been established.

The procedures for planning and managing the weapons acquisition process were also revised with the goal of achieving an optimum balance among weapons effectiveness, weapons costs, and the timely introduction of new systems. The Defense Systems Acquisition Review Council was established in May 1969 to advise the Secretary of Defense at the critical decision-points in the development and procurement sequence. The primary responsibility of the Military Departments for executing those programs was reemphasized, and the authority of the project managers for each major system was strengthened.

The Congress authorized an eighth Assistant Secretary of Defense in November, 1969, which, in June, 1970, became the Assistant Secretary of Defense (Health and Environment). A ninth Assistant Secretary was authorized in December, 1971, and was designated the Assistant Secretary of Defense (Telecommunications). The Office of Assistant Secretary of Defense (Administration) was disestablished in November, 1971, and that position utilized for the new Assistant Secretary of Defense (Intelligence), which was established to supervise Defense intelligence programs.

In addition, other Defense activities were chartered in 1971; namely, the Director of Net Assessments to provide a Defense capability for assessing the net threat to the United States; the Central Security Service to unify cryptologic and related electronic operations; the Defense Mapping Agency to consolidate most mapping, charting and geodetic activities of the Military Services; and the Defense Investigative Service to exercise centralized control over personnel security investigations. Further, the Secretary of Defense directed the establishment of the Defense Security Assistance Agency in September 1971 to supervise the administration and execution of the Military Assistance and Military Sales programs.

The Unified Command Plan for the Military Services was revised on January 1, 1972, in consonance with changes in our international commitments and policies. The U. S. STRIKE Command was disestablished and its areas of geographic responsibility were assigned to other unified commands. A new U. S. Readiness Command was established and is responsible for providing a general reserve of combat-ready forces to reinforce the other unified commands.

Many of these changes reflect the recommendations of the Blue Ribbon Defense Panel that had been appointed by the President and the Secretary of Defense in June 1969, to undertake an over-all review and evaluation of the organization and management of the Department of Defense.

"The Department of Defense Human Goals Charter—the 'Magna Carta' of all U.S. Service members' opportunities and aspirations—is one of the most important achievements during my tenure in office," Secretary of Defense Melvin R. Laird stated last month.

The Human Goals doctrine, originally promulgated on August 18, 1969, has served as the Department of Defense's charter, insuring the individual dignity and worth of every Service member and civilian employee, regardless of rank or grade.

Since the doctrine was first developed, Secretary Laird has continuously pointed out that the Defense Department's greatest single asset is its people. "Everything should be done to understand their problems and to appreciate the dedication that they have," the Defense Secretary said, "not only to the Department of Defense, but also to the national security interest of our country."

The Human Goals Charter guarantees an opportunity for every member of the Department of Defense to rise to as high a level of responsibility as possible, and insures that DoD will be a model of equal opportunity regardless of race, sex, creed, or national origin. It also assures help to each Service member leaving the Armed Forces to readjust to civilian life, and sets a policy of contributing to society's improvement, including its disadvantaged members, by greater utilization of our human and physical resources, while maintaining full effectiveness in the performance of our primary mission.

Other key elements of the dynamic doctrine aim at attracting to the Department of Defense individuals with ability, dedication, and capacity for growth, and providing for holding those who do business with the Department of Defense to full compliance with the policy of equal employment opportunity.

One of the changes of the future concerns a fuller role for women, both in terms of increasing numbers and in the ever-expanding occupations open to them.

The increasing importance of women in the Armed Forces, the significant individual capabilities of all Service members, and the importance of aiding both men and women separating from the Services, are important changes to the Department of Defense's newly revised Human Goals.

DEPARTMENT OF DEFENSE

HUMAN GOALS

Our Nation was founded on the principle that the Individual has infinite dignity and worth. The Department of Defense, which exists to keep the Nation secure and at peace, must always be guided by this principle. In all that we do, we must show respect for the Serviceman, the Servicewoman, and the Civilian Employee, recognizing their individual needs, aspirations, and capabilities.

The defense of the Nation requires a well-trained force, Military and Civilian, Regular and Reserve. To provide such a force we must increase the attractiveness of a career in Defense so that the Service member and the Civilian employee will feel the highest pride in themselves and their work, in the uniform and the military profession.

THE ATTAINMENT OF THESE GOALS REQUIRES THAT WE STRIVE—

To attract to the Defense service people with ability, dedication, and capacity for growth;

To provide opportunity for everyone, Military and Civilian, to rise to as high a level of responsibility as possible, dependent only on individual talent and diligence;

To make Military and Civilian service in the Department of Defense a model of equal opportunity for all regardless of race, sex, creed, or national origin, and to hold those who do business with the Department of Defense to full compliance with the policy of equal employment opportunity;

To help each Service member in leaving the Service to readjust to civilian life, and

To contribute to the improvement of our Society, including its disadvantaged members, by greater utilization of our human and physical resources while maintaining full effectiveness in the performance of our primary mission.

SECRETARY OF DEFENSE

DEPUTY SECRETARY OF DEFENSE

CHAIRMAN, JOINT CHIEFS OF STAFF

SECRETARY OF THE ARMY

SECRETARY OF THE NAVY

SECRETARY OF THE AIR FORCE

CHIEF OF STAFF, U.S. ARMY

CHIEF OF NAVAL OPERATIONS

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